

NOVEMBER 7-13, 2014  
INDONESIA'S NEWS WEEKLY  
ISSN 1413-4046  
WWW.TEMPO.CO  
RP42,000

*Indonesia's Legendary Lakes*  
SPECIAL REPORT



# TEMPO

E N G L I S H

## TEST OF TOLERANCE

ON THE EVE OF JAKARTA'S  
GUBERNATORIAL ELECTION,  
DEMOCRATIC PRINCIPLES ARE  
IN QUESTION



00012

9 771411 606501





Cover: Antara/Widodo S. Jusuf

## SPECIAL REPORT 28

### Indonesia's Alluring Lakes - The New Destination

Lakes, big and small, famous and secluded, are found throughout the country. Follow our reports from Aceh to Papua, on a sampling of fascinating lake areas offering breathtaking views, assorted nature activities and unique historical and cultural perspectives. A voyage of discovery for the adventurous.

## OUTREACH 87

### APPS FOR HEALTHCARE

INDONESIA is one of the most technologically savvy countries in the world. How can its 281 million cellphone users be made to help in solving the problem of access to health facilities? By an easy-to-use application that collects funds to help the poor and to enable expectant mothers to reach out for medical care and minimize pregnancy risks. A report on NGOs working in the field of health and mother and child care in Sulawesi and Sumatra.

## Economy

Economy **84**  
Market Pulse **83**

## Law

Law **24**

## National

National **27**

## Opinion

Opinion **11**  
Sidelines **98**

## Prelude

Capital Events **10**  
Cartoon **10**  
Indicator **6**  
Letters **6**  
Picture Window **8**

## Profile

Interview **94**

## COVER STORY 14

# JAKARTA ON THE BRINK

JAKARTA Governor Ahok's recent remarks have triggered a crisis involving all political stakeholders, from political parties and politicians to mass organizations and activists. Conspiracy theories abound as to who is behind the disturbances. Lamentably, it has also dragged in negative elements into Jakarta's gubernatorial race, sorely testing Indonesia's commitment to democratic principles.



REUTERS/BEANHARTA





INDONESIAN NATIONAL POLICE



# MEASURING THE PERFORMANCE OF OUR POLICE'S GOVERNANCE PRACTICE

The Indonesian National Police Governance Index (ITK) is made to measure the performance and achievements of the Police Bureaucratic Reform programme. This innovative management strategy can become the basis of determining the direction of general and regional policies, as well as the performance of Indonesian National Police's human resources.





# THE GOVERNANCE INDEX, AN INNOVATIVE MANAGEMENT STRATEGY

**Rewards and punishments are given to the Provincial Police (Polda) and the Precinct Police (Polres) based on the governance index (ITK) obtained. Across the world, Indonesian National Police (Polri) is the only one that adopts the index method using different units of analysis for Polres and Polda.**



**T**he chiefs of provincial and precinct police should prepare their work environment to fly a black flag this upcoming December. This is the form of punishment given by Police General Drs. M. Tito Karnavian, M.A., Ph.D to Polres/Polresta/Polrestabes/Polres Metro whose ITKs (Indonesian National Police Governance Index) are the lowest. And those precinct police institutions who fly blue flags should be proud because it means that they are among the best ones. Meanwhile, those who receive the red or yellow flag should improve themselves so that they can finally fly the blue flag.

For the first time in history, the Indonesian National Police in 2015 has an ITK that is able to compare the performance of governance practices between Polda and between Polres. Indonesian National Police General Drs. M. Tito Karnavian, M.A., Ph.D explains about ITK during the 85th Interpol General Assembly in Bali, 7-10 November 2016 which is attended by 190 participating countries. "We hope that ITK which becomes part of Polri's bureaucratic reform could be a global index of governance," says the Bureau Head of Polri's Bureaucratic Reform Brigadier General Syafril Nursal.

At the international level, generally, the police assessment only focuses on the macro level of a country, such as the police performance assessment in the United States, England, New Zealand,

and South Africa. There has not been any country that adopts the index method using units of analysis below the country level such as per Polres or Polda, or compares police institutions between states.

The uniqueness of this index lies in the participatory process and it is carried out by institutions outside Polri. All components, from the Police Headquarter officials to Kapolri's expert advisors, National Police Commission, citizens, medias, academics, the Partnership for Governance Reform and other parties, are involved in the assessment.

It is not exaggerating if this can be recognised as a step of Polri's innovative management strategy that certainly becomes a proud achievement.

ITK adopts actionable and visionary

indicators, in which each indicator can be corrected immediately and provide a positive impact on Polri and the citizens in the future. Due to the absence of similar index initiative at the international level, it can be said that this governance index becomes the first in the world.

ITK is an instrument to measure the performance and achievements of the Police Bureaucratic Reform programme by using the seven principles of Police's good governance, which are competence, responsiveness, behaviour, transparency, fairness, effectiveness, and accountability that are objective and comprehensive.



Assistant to Chief of Police for Planning and Budgeting  
Inspector General  
Bambang Sunarwibowo



Indonesian National Police General  
M. Tito Karnavian



Bureau Head of Polri's Bureaucratic Reform  
Brigadier General Syafril Nursal.





There are 142 indicators used at the Polda level and 176 indicators at the Polres level.

The assessment of Polda is based on three sources: objective data (60%), public perception (25%), and observation (15%). Meanwhile, the sources of Polres assessment includes objective data (53%), perception (31%), and observation (16%). Last year, the assessment of 31 Polda (excluding West Sulawesi and West Papua) shows an average ITK of 5.693 while the assessment of 70 Polres/Polrestabes shows an average ITK of 6.01.

Polri realises that the bureaucratic reform should be realised through a sustainable revamp of information and knowledge management that does not only justify the increase in remuneration, but also provides changes that have significant impact on the public. The saying which goes "Pucuk dicinta, ulam pun tiba" best describes the Indonesian National Police Governance Index as the basis of determining the direction of general and regional policies, as well as the performance of Polri's human resources. For the central government, ITK becomes the basis of performance measurement that complements the government evaluation of the ministries and state agencies.

The journey of Polri's Bureaucratic Reform begins in 2005 and focuses on three aspects: structural, instrumental, and cultural. This time, Polri is entering the third stage of the Strategic Plan 2015-2019 with the strategy to strive for excellent and the third stage of Bureaucratic Police Reform in 2016-2019, with the goal to realise a bureaucracy that is clean and accountable, has a quality public service, and is effective as well as efficient.

In the middle of 2016, Polri's initiative to measure performance is intensified by Indonesian National Police General M. Tito Karnavian in the Stages of Kapolri Priority Programme Implementation that aims to build Polri that is Professional, Modern, and Reliable (PROMETER) by implementing 8-11-10 strategy, which means 8 missions, 11 programmes, and 10 commitments.

The commitment in Polda's ITK recommendation suggests that the budget should be prioritised to realise a professional police force through the improvement of its human resources' competence, education and training capacity, as well as the implementation of the pattern of policing based on standard procedures.

In 2017, ITK is planned to review the typology of Polres based on the

characteristics of the region such as coastal regions, border, conflict-prone areas, mountain, and so on. With this method, Polri will get the whole picture that is specific according to the regional context.

#### A Participatory Index

In the implementation of the research, all components, from the Police Headquarter officials to the police and governance experts, citizens, medias, academics and others, are involved. Some respondents say that this is their first chance to directly assess the police. The measurements of ITK performance in 2015 at the Polda level and 2016 at the Polres level involve the citizens in not only the weighting process but also the assessment process, especially for the perception data.

ITK at the Polres level in 2016 involves 2,313 internal respondents and 2,265



well-informed persons that consist of representatives from 20 community categories (a total of 4,578 internal and external respondents) who are involved in the assessment of the Polres' performance (on average, 33 internal respondents represent 9 unit functions and 2 parts and 30 respondents, who are well-informed persons, are from outside Polri).

The primary purpose of the whole performance measurement process is to obtain performance improvements that have direct impacts on Indonesian citizens. And of course, it is to achieve World Class Organization in 2025. ●





# TOWARD A WORLD CLASS POLICE FORCE

**The police's function of maintaining security and public order, which obtains a lower score compared to the other functions, becomes the improvement priority.**

Becoming a World Class Organization in 2025 is the vision of Indonesian National Police. At the internal level, Polri has continuously worked and improved itself to achieve its great vision, which is done by applying the orderly culture in oneself and coming forward as a state apparatus that is humane yet assertive when dealing with the public.

On a broader level, Polri aspires to be the major player in combating transnational crime. This is in line with the fourth point of the Central Government's Nawacita Programme, which is strengthening the presence of the country in reforming the system and enforcing the law that is free of corruption, dignified and reliable. The enforcement of transnational and international crime law can be done

effectively through police cooperation between countries.

It is great that Polri hopes to become a World Class Organization, but what is far more important is, what are the conditions that need to be fulfilled to make it happen? From the ITK result at the levels of Polda and Polres, it is seen that change is needed. The most important thing is, what kind of system can make sure the change runs systematically and continues to provide a positive impact?

ITK attempts to capture the signal that shows the extent to which the system captures the positive changes from the previous period of leadership by seeing the documents as hard evidences of the proposed changes.

Polri, as one of the law enforcement agencies, tries to respond to the

challenges and the dynamics of society through its three primary functions. First, it is to protect, shelter and servr the public (Linyomyan). Second, it is to maintain the security and public order (Harkamtibmas). And lastly, it is to enforce the law(Gakkum). These three main functions are contained in Law No. 2 of 2002 on Indonesian National Police.

From the result of ITK measurement on all work units, the Linyomyan function achieves the highest point (6.07), followed by the Gakkum function (6.02) and Harkamtibmas (5.92). "If they were grades, theywould be included in the satisfactory category. They perform their functions on an acceptable level, but not to the point where they are ready to go to the professionallevel," says the Bureau Head of Polri's Bureaucratic Reform Brigadier General Drs. Syafril Nursal, SH. M.H.

With the lowest index score, Harkamtibmas function has to receivea major concern, following which the other functions, Gakkum and Linyoman, are improved. With this data, the first key word is prevention. The ITK team believes that the strategy ofKapolri Police General Drs. M. Tito Karnavian, M.A., Ph.D that prioritises prevention is appropriate because this function can result in a decrease in the crime rate.

This is supportedby the indicator that shows the number of patrols from Samapta Bhayangkara (Sabhara)function unit, the speed of the intelligence information provision from the Security Intelligence unit (Intelkam) and the contribution of Community Development (Binmas) in the settlement of the case using the alternative dispute resolution (ADR) method.

Therefore Polres/Polresta/Polrestabes/ Polres Metro as a unified operational base has an important role as it carries all operational functions of Polri including Binmas, Traffic, Intelkam, Sabhara, Human Resources, Criminal Investigation, Profession and Security, Drug Investigation, and Integrated Police Service Center.

The second key word is internal synergy. Intelkam's coordination with other functionswill affect the decline in total crime. External cooperation becomes the third key word. When the Police and Community Partnership Forum (FKPM) becomes more active, the crime rate will decline. ●



The public does not realise that in addition to the Traffic Police or Investigating officers, Polri also has a unit called the Community

Development (Binmas) that houses tens of thousands Bhabinkamtibmas. Kapolri's famous policy is one village, one Bhabinkamtibmas. This programme is Polri's effort to optimise its preventive function through the maintenance of security and public order (Kamtibmas). The number of villages and administrative villages in Indonesia (Ministry of Home Affairs' Regulation No. 56 Year 2015) is 83,184. The number of Bhabinkamtibmas (December 2015) is 52,899 personnels. However, the number of Definitive members (1 Village . . 1 Bhabinkamtibmas) is 36,981 personnels, while 15,918 Bhabinkamtibmas personnels are stationed at more than 2 villages/administrative villages. To meet the target of at least one village one Bhabinkamtibmas, it still lacks 30,285 Bhabinkamtibmas personnels.

Among a sample of 70 Polres, there are 6 polres which have definitive Bhabinkamtibmas, but there is still a shortage of Bhabinkamtibmas and facilities. From this data, it can be seen that each region has different areas and residents of different characteristics, which then require adequate facilities to reach the remote areas.



## TOWARD 1 BHABINKAMTIBMAS FOR 1 VILLAGE

**The number of Bhabinkamtibmas needs to be increased so that the workload and coverage of protection can be expanded.**

The above workload (area of patrols, the number of residents) is still added with the inadequate budgetary support for each Bhabinkamtibmas which is only Rp 1.1 million per month, or Rp 45,000 per day for operational needs (petrol, operations and food). This is far from adequate, especially for those who deal with villages that have difficult and vast areas and geographical conditions.

In terms of impact, one Bhabinkamtibmas must visit at least 3-5 houses per day depending on the distance. If simply calculated with the lowest number of 3 houses, then 1 Bhabinkamtibmas has visited around 60 houses in a month, 720 houses in a year, and if multiplied with the total number of Bhabinkamtibmas throughout Indonesia, all Bhabinkamtibmas personnels must have visited more than 37.4 million houses across Indonesia, and not to mention the presence of them at events in the villages, urban villages and sub-districts. This way, they can maintain their discipline and avoid potential conflicts. Therefore, the number of Bhabinkamtibmas need to be added so that both the workload and the coverage of protection can be expanded. ●

Polres	Number of Villages	Number of Bhabin kamtibmas personnels	R2	Area (KM2)	Number of Residents	Bhabin Kamtibmas Area (Km2)	Status
City Yogyakarta	45	46	46	32.50	407,904	0.77	Adequate
Bantul	75	75	75	508.13	913,407	6.77	Adequate
Denpasar	43	56	56	127.78	632,460	2.26	Very Adequate
Badung	62	51	51	418.62	461,384	8.19	Inadequate personnels
Mataram	102	102	20	61.30	411,745	0.59	Inadequate facilities
Lotim	254	254	18	1.230	1,280,446	4.84	Inadequate facilities

Among 70 polres, the extreme example is found at the Polres in Jayapura which only has 1 definitive Bhabinkamtibmas and 125 double Bhabinkamtibmas with an area of patrols of 935.9 km2

and 144 villages, which means that each Bhabinkamtibmas (if the double Bhabinkamtibmas is also accounted for) walks for 7 - 14 km2 per day by foot because of inadequate facilities.





INDONESIAN NATIONAL POLICE

# MODERNIZATION OF POLRI'S PUBLIC SERVICE FUNCTION

**Based on the results of Indonesian National Police Governance Index (ITK), to make Polri a World Class Organization by 2025, it requires consistent and integrated efforts to revitalise the entire line of Polri.**



**I**n terms of the quality of Polri's public service, ITK findings show that the performance of governance and integrity of Traffic (Lantas) unit receive the lowest average score among all functional units (satfung). This is because the public integrity survey on Lantas personnels show a high vulnerability to bribery and extortion on the streets. This is not unrelated to the perception of the public who is often affected by the unreported operations which objectives are not published.

Lantas needs to improve its performance, especially in the aspect of competence in order to be more

responsive, and so that it can provide fair services and be effective in carrying out its functions. In terms of responsiveness, the public still thinks that Lantas unit has not given a fair service, and that people feel a discrepancy in services especially in the implementation of care, escort and patrol (turjawali) and driving license services.

Especially for Integrated Police Service Center (SPKT), the data shows that SPKT has successfully run its basic administrative functions, but it should be noted that the function has not been maximised as how they should have been, especially when it comes to its facilities and archiving. For example,

only two people are commonly found in a single room of SPKT. This is far from meeting the standard of public service. Due to its limited function in administration, SPKT's role is then limited to receiving police reports and passing them on to the relevant units. However, the main purpose of the SPKT's functions, which is to become an integrated public service center, is still difficult to be applied.

Its main function that is perceived to perform quite well by the public is seen from the fact that case reports are accommodated and followed up by the relevant unit function. However, the recording system should be modernised so that the recapitulation and follow-up can be well-documented. Sometimes, the complainants even type their own name and data in the computer by overriding the previous information. SPKT does not have the record of police reports per month, per quarter and per year, which are actually very useful for analysis. The use of information technology for data management is necessary, but this change should be coupled with the inclusion of SPKT personnels and the education or training on information technology. Currently, SPKT personnels are a function with the lowest level of competence.

For the internal service function, Human Resources (Sumda), and Professional Security (Propam) have been able to fulfill their primary functions, but some things still need improvements, such as the issuance of rehabilitation letter for members who have completed their sentences and supervision. The issuance of rehabilitation letter affects the personnel's career, especially his career advancement or joining training by Sumda. Similarly, the issuance of the Notice on Progress of Supervision (SPHP2) should be sent to the party who is reported and the complainant by email, post or direct delivery if possible.

Reflecting on the results of ITK, to make Polri a World Class Organization by 2025 requires consistent and integrated efforts to revitalise the entire line of Polri. Of course, with the presence of ITK and other Polri's bureaucratic reform programmes, Polri can gradually change and improve until it becomes a police force that is professional, modern and reliable. ●



**B**ecause Intelkam's function is prevention, the competence in detecting potential threats and crime becomes very important.

However, the budget for Polri's vocational education is very limited due to the great number of personnels that need to be educated. For example, 70% of intelkam members per Polres have not undergone a formal vocation education. Although most of them have received training, because of limited budget, personnels rarely get any chance, and the appointment is also determined from the center.

The modernisation of Intelkam facilities, especially technological equipments that can help with the implementation of tasks in the field, also need to receive attention in order to make sure the unit can keep up with the current development. One of the examples is updating the vulnerability map that still takes the form of a manual map on the wall, frame or white boards which tend to be difficult to change and is not up-to-date. If this vulnerability map creation system can be updated, the prevention function can become more efficient and effective.

For public service function, the Police Clearance Certificate service is still not a priority when compared to the Driving License Service. In terms of facilities, Police Clearance Certificate service is still more limited and information on the making of Police Clearance Certificate has not been able to be accessed online. Intelkam working unit at the Headquarters level can create a standard on public service satisfaction survey that is adopted by Police Clearance Certificate services at all Polres in Indonesia.

For Sabhara unit, ITK team finds a strong relationship between the volume of patrol with a decrease in the crime rate. Sabhara's functions can be optimised by improving the competence and Sabhara's human resource management that focuses on character education. The character formation of Sabhara forces needs to be improved because if the personnel who works to keep public order has many cases of violation, it will agree with the public perception that Sabhara function unit is prone to violence.



## MODERNISATION OF INTELLIGENCE AND SAMAPTA BHAYANGKARA, AS WELL AS THE EFFECTIVENESS OF LAW ENFORCEMENT

**The composition of budget, especially for the handling of cases, should receive attention from the Central Government so that public perception of the integrity of Polri's law enforcement can improve.**

### **The Effectiveness of Law Enforcement**

The team of Indonesian National Police Governance Index (ITK) also finds a strong relationship between the indicator of rekrim and intelkam's coordination and the indicator of rekrim's effectiveness in case settlement. This shows that by coordinating with Intelkam, Reskrim can be more effective in resolving cases.

ITK team also finds a pattern of gaps in the handling of cases at the Polda level and Polres level, especially in terms of the discrepancy between the budgeted number of cases and the number of cases handled per year. The investigation function unit is often faced with the fact that they have to accept the handling of cases that are not in the budget. At the Polda level, only 36% of cases are budgeted, while at the Polres level, only an average of

51% of cases can be budgeted.

As a result, ITK finds that personnels are forced to support themselves by either using the operational support costs from Kapolres or other sources, or by charging the party who is reported and the complainant. Unfortunately, this gap creates a negative domino effect on the overall integrity of law enforcement in Polri, especially the Investigation Unit. This is evidenced by the findings of integrity survey done by outside ITK which positions these two law enforcement units on the top three of those susceptible to bribery and extortion. Therefore, the composition of the budget, especially for the handling of cases, should receive attention from the Central Government so that the public perception of the integrity of Polri's law enforcement can improve. •



# ENFORCING PREVENTION FUNCTION FOR ACTION EFFECTIVENESS

The minimum 1 Village 1 Bhabinkamtibmas, or Unit for the Establishment of Civil Security and Order, is an effort by the Indonesian National Police to optimize its prevention function by maintaining civil security and order (Kamtibmas)

Number of Villages and Sub-Districts in Indonesia  
(Home Minister Regulation (Permendagri) No. 56 / 2015)

Number of Bhabinkamtibmas  
(December 2015)

83.184



Villages

52.899



Individuals (15,918 officers are station in more than two villages / sub-districts)

To meet the minimum target of 1 Village 1 Bhabinkamtibmas, the number of individuals is needed

Definitive Members (1 Village 1 Bhabinkamtibmas)

36.981



Individuals

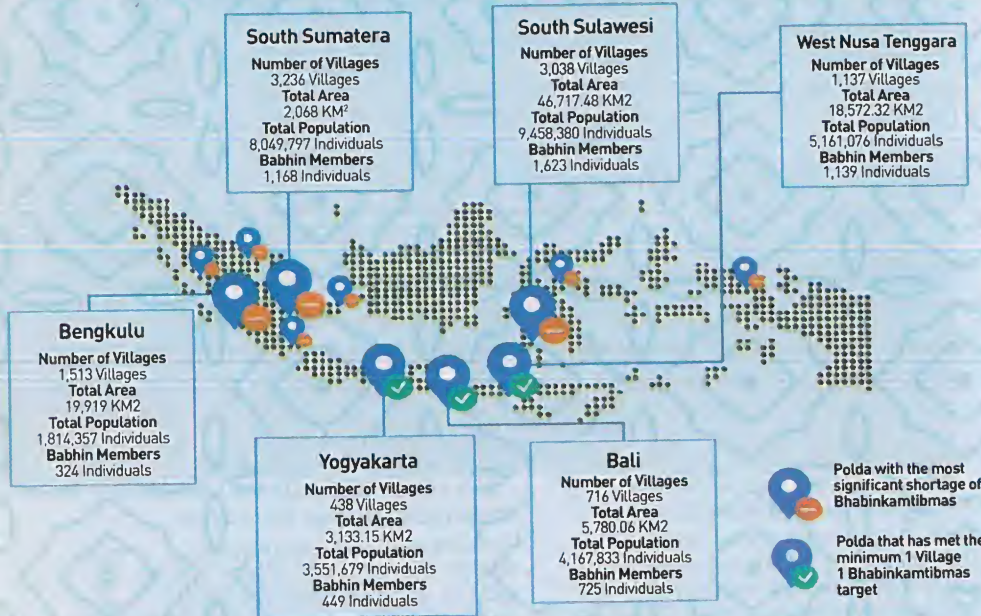
30.285



Individuals

## 12 REGIONAL POLICE (POLDA) WITH DEFINITIVE BHABINKAMTIBMAS OFFICERS

\*Bhabinkamtibmas members with no double duty



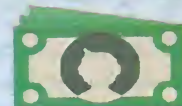
## CONCLUSION



## FINDINGS



INADEQUATE BUDGET FOR BHABINKAMTIBMAS MEMBERS



Rp 1,100,000 / month  
or Rp 45,000 / day

for operational purposes  
(gas, communication and food)



INADEQUATE

for members who are in charge of regions with challenging and expansive geography



NUMBER OF MOTORCYCLES :  
BHABINKAMTIBMAS MEMBER



AVERAGE TOTAL AREA OVERSEEN  
BY 1 BHABINKAMTIBMAS MEMBER

